



# COMMISSION ON JUVENILE JUSTICE

## MONTGOMERY COUNTY, MARYLAND



ANNUAL REPORT YEAR ENDING JUNE 30, 2008

## Reforming The Juvenile Justice System in Maryland: Making The System Work For Montgomery County Youth

Maryland's juvenile justice system is in urgent need of fundamental transformation. State juvenile justice leaders are beginning to implement critical changes and their efforts are applauded. However, there is a long way to go.

Gaps remain between acknowledged best practices and actual practices in Maryland's juvenile justice system. Among the gaps at the center of our Commission's concerns are the wholly inadequate conditions of confinement and poor quality educational and counseling programs at the Alfred D. Noyes Children's Center—our County's secure juvenile detention facility—as well as the State's inability to respond to local concerns by providing clear data about the young people who are processed through the juvenile system.

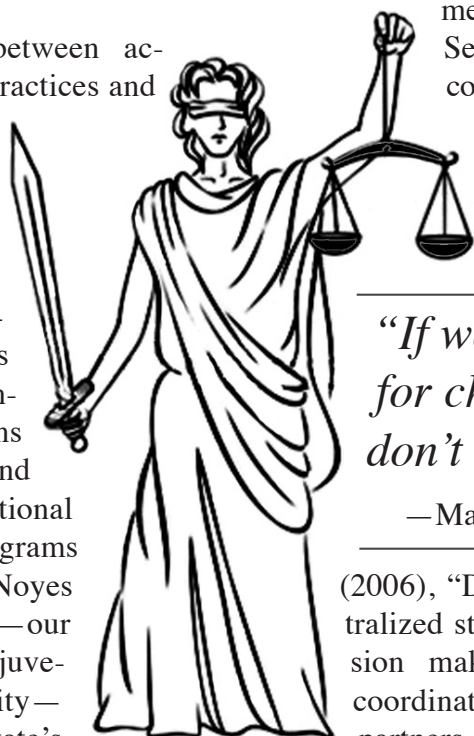
Nearly all juvenile court services provided to Montgomery County residents, including case management, probation, detention, and the educational services that youth receive while detained, are managed by the Maryland Department of Juvenile Services (DJS). According to Governor O'Malley's Transition Committee for Juvenile Services

localization and decentralization with input from local governments and stakeholders: The State should explore all options for localization.”

Like the Governor's Transition Team, our Commission is concerned that a centralized approach does not permit the responsiveness and creativity needed to truly serve the needs of Montgomery County youth who enter the juvenile justice system and those of their families. In the past year, therefore, our Commission has devoted its resources to identifying unmet needs, as well as proposing possible resolutions to these needs. Our focus on improving juvenile prevention, treatment and intervention services, through more local decision-making and management, is described in articles throughout this report.

Young people who are placed in secure detention prior to their court hearings face some of the worst odds in terms of achieving long-term success. Detention itself dis-

*Continued on page 12*



*“If we don't stand up  
for children, then we  
don't stand for much”*

—Marian Wright Edelman

(2006), “DJS's highly centralized structure and decision making undermines coordination with local partners ... Currently, Area Directors have no budgetary authority and minimal ability to tailor policies and procedures to meet local needs.” O'Malley's Committee recommended: “Pursue

Honorable Isiah Leggett, County Executive  
Honorable Mike Knapp, President, County Council  
The Honorable Phil Andrews, Vice President, County Council

The Honorable Ann S. Harrington, Administrative Judge  
The Honorable Katherine D. Savage, Juvenile Court Judge  
The Honorable Steven G. Salant, Juvenile Court Judge  
The Honorable Sharon V. Burrell, Juvenile Court Judge

*On behalf of the Montgomery County Commission on Juvenile Justice, I am honored to present for your consideration the Commission's Annual Report for the year ending June 30, 2008.*

*The Juvenile Justice Commission is proud of its tradition of working vigorously on behalf of the families and youth of Montgomery County to improve the juvenile justice system in the County. While many challenges remain, the Commission is satisfied with the tangible progress that has been made to improve the system over the past twelve months and proud of its role in moving forward the reform agenda.*

*In this Annual Report, you will find detailed discussions on the issues and matters that the Commission has focused on during this past year, as well as specific policy recommendations and discussions that the Commissioners considered may assist you in the policy-making process. We understand that at a time of economic hardship, policy-makers are faced with the twin pressures of increased need for services accompanied by decreased resources to provide them. Under these circumstances, it is critical that all stakeholders come together collaboratively to work smarter in order to improve services and, ultimately, improve the quality of life for all residents of our community.*

*Sincerely,*

*Dylan Presman*

*Chair*

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## Commissioners July 1, 2007–June 30, 2008

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### **EMERITUS MEMBERS**

Jeffrey Penn  
Irving Slott

### **PROGRAM MANAGER**

Diane M. Lininger, *LCSW-C*  
Annual report produced by Dylan Presman

# Recommendations

Based on its work in 2007-2008, the Commission on Juvenile Justice recommends for FY 2009 the following:

- 1. Expand the availability of evidence-based treatment options in Montgomery County.** Research has shown that evidence-based practices can cost one-tenth of secure detention or group homes while demonstrating significantly better results in terms of recidivism and re-placement. For example, Multi-Systemic Therapy has been demonstrated to reduce re-arrests by 70% and re-placement in a residential facility by 64% even though it costs \$90,000 less than a year in a secure facility.\* The County's Department of Health and Human Services is working with the State's Department of Juvenile Services (DJS) to fund evidence-based practices in the County. The Commission applauds these steps and urges the County to continue and expand these efforts.
- 2. Expand diversion programs and alternatives to secure detention.** Wherever possible, practitioners involved in the juvenile justice system should divert juveniles away from detention and corrections by addressing their needs and those of their families with services at home and in the community. The Commission applauds the additional funds devoted to wrap-around services in FY 2008 as a positive first step. However, the funds remain insufficient. The Commission urges increased funding for effective wrap-around services that have been demonstrated to be effective tools to prevent and reduce recidivism.
- 3. Maintain and expand prevention and youth development programs.** The Commission urges the County to increase the priority given to juvenile delinquency prevention programs and services in the community that lessen the need for confinement, particularly in the areas of gang and violence prevention/reduction. The Commission urges the County to collaborate with Montgomery County Public Schools to maintain and expand prevention and youth development programs, such as school support and afterschool programs, in the community.
- 4. Adequately fund mental health and substance abuse services.** The majority of youth who become involved in the juvenile justice system suffer from mental health or substance abuse disorders. The Commission urges the County to allocate adequate funding to provide services for all juveniles involved in the juvenile justice system who need mental health and/or substance abuse treatment. The Commission is particularly concerned about special populations, such as juvenile sex offenders, juveniles involved in gangs, juveniles with limited English proficiency, trauma victims, and juveniles with co-occurring disorders.
- 5. Improve educational services in detention facilities.** The Commission urges the County to work with MCPS to ensure that all juveniles involved in the juvenile justice system have adequate access to appropriate and continued educational services. The Commission is particularly concerned with the difficulties youth have in transitioning from the Alfred D. Noyes Children's Center (Noyes) back to their neighborhood schools, problems that Noyes has experienced in getting records from a student's home school, and the lack of a system of substitute teachers in DJS facilities that restricts Noyes teachers from taking advantage of professional development opportunities.
6. The Commission continues to support the **Juvenile Drug Court** by advocating for needed funding to sustain program operations, including the needed case manager.
7. The Commission supports initiatives by the Montgomery County **Disproportionate Minority Contact Committee** to assess, plan, and implement community-based alternatives to detention that model evidence-based practices and efforts to improve objective decision-making.
8. The Commission is presently researching and analyzing ways to make the juvenile justice services provided by the DJS more responsive and accountable to the local community. The Commission believes that **decentralizing certain DJS functions may offer significant efficiencies** and provide more favorable outcomes for Montgomery County youth.

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\* The cost and impact details of Multi-Systemic Therapy taken from "Maryland Opportunity Compact Governing Agreement For Providing Multi-Systemic Therapy to DJS Youth in Baltimore County," September 2007, page 2.

# Commission Structure

During fiscal year 2008, the Commission had four standing committees:

The **Executive Committee** represents the Commission at meetings with the HHS Director, County Executive, and County Council; drafts and presents testimony on legislation of interest; and provides administrative support to the Commission. The Executive Committee organizes Commission membership, orientation, the annual work plan, and the annual report. The Commission's Vice-Chair facilitates committee meetings.

The **Government and Community Relations Committee** works to develop closer relations with key policymakers in order to facilitate a broader understanding of juvenile justice issues. The Committee also develops strategic outreach efforts in support of the Commission's agenda. Finally, the Committee reviews legislative, regulatory, and budgetary proposals and recommends positions on them.

The **Care, Custody, and Place-**

**ment Committee** monitors and tracks the quality of care provided to Montgomery County youth who are in community placements or residential facilities, which may be located outside the County. Its duties include examination of mental and physical health care, education, programming, and transportation.

The **Evaluation and Analysis Committee's** role is to evaluate, analyze, review, and monitor programs, plans, and Commission issues. There has been a number of plans and reports developed to address issues relating to juvenile justice and at-risk children issues.

The Commission also worked with in ad hoc committees, as follows:

**Retreat Committee**  
**Orientation Committee**  
**Nominating Committee**

Members of the Commission served on the following County boards, commissions, committees, and task forces, and reported back to the

Commission on their activities:

Montgomery County Criminal  
Justice Coordinating  
Commission  
Juvenile Sex Offenders Task Force  
Juvenile Drug Court Task Force  
Montgomery County Gang  
Prevention Task Force  
Juvenile Justice Information  
System Task Force  
Collaboration Council for Children,  
Youth and Families—  
Disproportionate Minority  
Contact Committee  
Collaboration Council for Children,  
Youth and Families—  
Children with Intensive  
Needs Committee  
Noyes Advisory Committee  
Youth Strategies Initiative

In addition to its committees and the above-referenced groups, the Commission worked closely with a number of organizations, including the Department of Health and Human Services, the Office of the Public Defender, and the Maryland Commission on Children and Youth. ♦

## History of the Juvenile Justice Commission

**T**he Montgomery County Juvenile Court was created by Maryland statute in 1931. The Juvenile Court Committee, along with its counterparts in other Maryland jurisdictions, was formed to support and assist an evolving juvenile justice system.

Under County law enacted in 1981, the Juvenile Court Committee began serving in an advisory capacity to the Council and Executive. The Juvenile Justice Court Committee of Montgomery County served this role actively and effectively.

On April 4, 2000, the Montgomery County

Council passed legislation revising and expanding the functions of the Juvenile Court Committee, and transformed it from a committee into the Commission on Juvenile Justice (CJJ), effective July 14, 2000.

Thoughtful analyses and position papers on such far-reaching issues as judicial appointments, treatment alternatives, State legislation, local budget allocations, and reducing disproportionate minority representation in the juvenile justice system have become associated with the work of the Juvenile Court Committee and the Commission on Juvenile Justice. ♦



# Annual Retreat of the Juvenile Justice Commission

**O**n April 12th, nineteen members of the Montgomery County Commission on Juvenile Justice met at the University of Maryland Shady Grove campus for its third annual retreat on juvenile justice issues. The purpose of this retreat was quite different from previous retreats. In the past, at the retreat Commission members established the substantive agenda for the upcoming year. However, at the 2008 retreat the Commission was already in the midst of a previously planned two-year work plan. As a result, the focus of this retreat was to develop and refine implementation strategies to achieve the goals the Commission set at last year's retreat regarding localization and other core issues. The Commission's challenge in the coming year is to stay focused on localization while also exploring and studying other important areas, including prevention. Commission members met in their committees in the morning to discuss their work plan for the coming year. In the afternoon, all Commissioner members gathered for a planning session to discuss how best to accomplish the goals set out in the work plan. ♦



*Bottom left to right: Dr. Lee Haller, Marlene Beckman, David Jaffe. Middle left to right: Pam Littlewood, Francha Davis, Mary Poulin. Top left to right: Ashok Kapur, Madeleine Jones, Jennifer Barmon, Deborah Kearse, Mary Siegfried, Jeff Penn, Carrie Mulford, Joseph Fedeli, Nancy Gannon Hornberger.*

## Commission Meeting Times

THE COMMISSION on Juvenile Justice meets at 7:30 p.m. on the third Tuesday of each month, with the exception of August and December. All meetings are open to the public and all interested parties are welcome to attend. Meetings are held at the Council Office Building, 5th floor conference room, 100 Maryland Avenue, Rockville, Maryland 20855.

The work of the Commission is supported and staffed by the Department of Health and Human Services, Division of Children, Youth and Family Services, Juvenile Justice Services. ♦

## Mission of the Juvenile Justice Commission

**T**he 36 member Commission on Juvenile Justice is tasked with:

Evaluating State and County-funded programs and services that serve juveniles and families involved in the juvenile justice system, to address capacity, utilization, and effectiveness;

Informing and advising the Juvenile Court, County Council members, the County Executive, and State legislators on the needs and requirements of juveniles and the juvenile justice system; ♦

Studying and submitting recommendations, procedures, programs, or legislation concerning prevention of, and programs addressing, juvenile delinquency and child abuse or neglect;

Making periodic visits to State and County juvenile facilities serving Montgomery County juveniles; and

Promoting understanding and knowledge in the community regarding the juvenile justice system, needs of juveniles in the system, and effectiveness of programs. ♦

# Care, Custody, and Placement Committee Report

By Jennifer Barmon



During fiscal year 2008, the Care, Custody and Placement Committee focused on examining the educational program at the Alfred D. Noyes Children's Center and worked on compiling a catalogue of residential placements for youth in Montgomery County.

## *The School Program at Noyes*

One of the priorities for the Committee's two-year work plan is evaluating and working to strengthen the education program at Noyes. The Department of Juvenile Services (DJS) currently administers the school program. Concerns have been raised about the program by judges and attorneys who work with youth detained at Noyes. Students at Noyes report that youth are generally not engaged in the classes. They complain that classes are not geared to their level and that they are either bored or find the classes too difficult. Many students are also under the assumption that they will not receive credit from their home schools for work completed at Noyes.

The Office of the Attorney General Juvenile Justice Monitoring Unit issued reports from 2006 through 2007 detailing problems with the education program at Noyes such as:

- Lack of engagement and participation of students in class;
- Disruptive class environments with no policy established for youth who refuse to participate or who disrupt class;
- Lack of space to be used for educational purposes;
- Complaints by youth that the curriculum does not interest them or meet their academic level;
- Lack of learning opportunities for youth who have earned their GEDs or diplomas;
- Loss of teachers, which leaves Noyes understaffed.

The Committee decided to focus its efforts this past year on investigating the source of critical prob-

lems with the school program. During the year, members of the Committee observed classes at the Noyes school and the Committee as a whole met with key DJS officials to discuss the challenges facing the school at Noyes. The Acting DJS Superintendent for Education, members of the DJS Educational Services and Special Education Division, and the principal of the school at Noyes have participated in the Committee's meetings.

The Superintendent described the difficulties of creating an effective school program in a short-term detention center. She discussed how the lack of motivation of the students is a significant obstacle and that the students have a wide range of achievement levels from pre-primer to 12th grade. Noyes also has a high

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*"The Committee is focused on investigating critical problems within the school program at the Noyes Detention Center."*

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number of special education students and difficulty retaining quality teachers because of salary levels. DJS officials stated that they would like to strengthen the relationship between DJS and Montgomery County Public Schools (MCPS), particularly in terms of coordinating training opportunities and having MCPS post human resources opportu-

nities at Noyes. They also would like to increase the number of volunteers from the community, including tutors and guest speakers. As many as a third of the students at Noyes do not come from the MCPS school system.

The Committee also invited MCPS to discuss how the relationship between Noyes and MCPS could be strengthened. The Director of Alternative Programs and the MCPS-Juvenile Court Liaison participated in the dialogue. Areas of concern raised by Commissioners to MCPS were the difficulties youth have in transitioning from Noyes back to their neighborhood schools, problems that Noyes has experienced getting records from a student's home school, and ideas for strengthening the relationship between the two school systems, including teacher training opportunities. One idea that came out of the meeting was to create a pamphlet for youth exiting Noyes so that students understand their rights, and

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# Government & Community Relations Committee Report

By Francha Davis



In response to the Commission's increasing focus on expanding its relationships and collaboration with other individuals and organizations serving youth involved in the juvenile justice system, the Legislative Committee was re-named the Government and Community Relations Committee and its role

was broadened this year.

The Committee's goals for FY 2009 include:

1. Developing closer relations with key policymakers at the County and State level, community organizations, in order to facilitate a broader understanding of the issues facing the juvenile justice system in Maryland, especially as they relate to the unique conditions facing Montgomery County's residents.
2. Developing strategic outreach efforts in support of the Commission's substantive agenda.
3. Reviewing and recommending positions on legislative, regulatory, and budgetary proposals at the State, County and local levels.

During FY 2008, the Government and Community Relations Committee made significant progress toward achieving these goals. The Committee developed a tiered list to guide its efforts toward increasing the Commission's communication and collaboration with other organizations that share an interest in juvenile justice issues. The Committee's outreach includes local and state legislators, other County Boards, Commissions and Task Forces, public and quasi-public agencies (DHHS, DJS, Office of the Public Defender, Collaboration Council) as well as non-profit and community-based services providers and juvenile justice commissions in other jurisdictions in Maryland. The Committee has also developed a database of individuals and organizations across the State that are active in juvenile justice issues.

The Committee was active in gathering information and conducting outreach to key policy makers at both the County and State level during the fiscal year.

- In October, Commission members and County Council members Phil Andrews and Marc Elrich visited the Fairfax Juvenile Detention Center. The Commission also toured the Alfred D. Noyes Children's Detention Center and met with the Center's administrator, John Dowdy, and DJS's regional supervisor, Delmas Wood.
- The Government and Community Relations Committee also strengthened the Commission's relationship with the State of Maryland's Office of the Juvenile Justice Monitor. In addition to attendance

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*"The Committee has made significant progress toward achieving the goal of increasing communication and collaboration with other organizations."*

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at a Committee meeting, Marlena Valdez, Director of the Office of the Juvenile Justice Monitor also attended the Commission's April meeting, along with Cathy Surace, Managing Attorney from the Maryland Disability Law Center, to present information about evidence-based practices in juvenile justice and how Maryland is doing at instituting these practices.

- To increase the Commission's understanding of Montgomery County's budget process, the Committee hosted a presentation by Beryl Feinberg, Management & Budget Manager, Office of Budget and Management for Montgomery County, at the Commission's January meeting.
- The Committee conducted outreach to other County county commissions and boards, including the Commission on Children, Youth, and Families and the Citizens Review Board.
- Secretary of Juvenile Services Donald DeVore attended the Commission's May meeting at which he presented his vision and goals for DJS and answered questions from Commission members and several Montgomery County Circuit Court judges. The Committee followed up with the Secretary to encourage a closer ongoing relationship and information sharing with the Secretary's office; one result was that the

*Continued on page 16*



# Evaluation and Analysis Committee Report

By Mary Poulin



Over the course of the last year the Evaluation and Analysis Committee has worked on a variety of tasks as specified in the FY 2008 Work Plan. Work began last year on researching in two areas: models of localization and rotation policies for judges. This work has progressed. Further, the

Committee continues to participate in county efforts to reduce disproportionate minority contact (DMC) in the juvenile justice system.

In researching the topic of rotation policies for judges, the Committee learned about national guidelines for the assignment of juvenile court judges from the National Council of Juvenile and Family Court Judges (NCJFCJ).

These guidelines call for Juvenile Delinquency Court judges to have the same prestige and status as the highest level of trial court in the State and multiple year or permanent assignments. After consideration of these guidelines, the Commission drafted a letter to Governor O'Malley urging that judicial appointments for Montgomery County follow the NCJFCJ guidelines. This letter was sent to the Governor in June. A copy of the letter is available on the facing page.

Efforts in the area of DMC reduction continued this past year. DMC reduction efforts focused on police diversion and placement of youths in detention. A member of the Committee continues to participate in the Collaboration Council's DMC Committee. Recently, the DMC Committee has worked with the State on the development of a Detention Risk Assessment Instrument which is currently in use. The DMC Committee has also analyzed data on youths held in detention, and alternatives to secure detention.

Further, the Evaluation and Analysis Committee

invited representatives of the Montgomery County Police Family Crime Division to speak to the Committee about diversion efforts. The committee was particularly interested in hearing how diversion efforts affected minority youths.

This past summer the Department of Juvenile Services (DJS) reorganized its regional service areas. According to the new organizational structure, Montgomery County and Prince George's County will constitute one region. When the Commission learned that DJS would be reor-

ganizing the regions the committee began to investigate the implications of this reorganization for Montgomery County juveniles. This culminated in a meeting with Delmas Wood, the then DJS Director of Regional Operations. The Committee will continue to monitor how this reorganization is affecting Montgomery County

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*"The Committee has focused on researching different models of localization."*

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juveniles.

A major initiative of the Commission over the past year or so has been the issue of localization, particularly investigating ways that a centralized juvenile justice system can be made more responsive and accountable to local communities. The Committee has been researching models of localization to identify whether Montgomery County could benefit from localization in the area of detention and other areas. This has included learning about localized efforts in jurisdictions such as Fairfax County, as well as other parts of Virginia and California. Committee members have interviewed key individuals working in the juvenile justice system in Montgomery County to gather information and to learn their perspectives related to localization. A draft paper on the models of localization is being prepared. ♦

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*Mary Poulin, a senior research associate with the Justice Research and Statistics Association, is the chair of the evaluation and analysis committee.*



# An Open Letter to Governor O'Malley



## DEPARTMENT OF HEALTH AND HUMAN SERVICES

Isiah Leggett  
County Executive

Uma Ahluwalia  
Director

June 30, 2008

Governor Martin O'Malley  
Office of the Governor  
100 State Circle  
Annapolis, Maryland 21401

Dear Governor O'Malley:

It is critical that the children under the jurisdiction of the juvenile court appear before judges who are well-prepared and dedicated to serving their needs and interests. In light of this, the Montgomery County Commission on Juvenile Justice urges that in making appointments to the Maryland Circuit Court judges you consider candidates who meet the National Council of Juvenile and Family Court Judges (NCJFCJ) Juvenile Delinquency Guidelines. Specifically, we urge you to ensure that appointments meet the following recommendation from NCJFCJ: "Juvenile Delinquency Court judges should have the same status as the highest level of trial court in the State and should have multiple year or permanent assignments."

The NCJFCJ offers the following rationale and guidance for this recommendation:

"... in order for a juvenile delinquency court to be effective, its judges should have a professed interest in and capacity to handle juvenile and family matters, and judicial terms should be permanent or a minimum of six years. Juvenile delinquency courts of excellence have judges who are dedicated to and invested in the juvenile delinquency court system. The breadth of knowledge and wisdom that result from experience are critical to ensure that this complex court serves the best interests of the community and its youth. The Delinquency Guidelines recommends six continuous years as the minimum time for a judge or judicial officer to spend on the juvenile delinquency court bench (NCJFCJ, 2005)."

As judicial appointments are pending, we sincerely hope that you will use these guidelines when you make your decisions. It is in the best interest of the children to ensure that the system does the best job possible to reduce the likelihood that they will return to court and we believe that following these guidelines is a critical step that can be taken to do this.

Sincerely,

Dylan Presman  
Chair, Montgomery County Commission on Juvenile Justice

# Department Of Juvenile Services Staffing Issues

By Dennis Nial



The Commission on Juvenile Justice has continued to monitor work force issues. During the 2008

fiscal year, the number of DJS Montgomery County direct care case managers who vacated their positions remained high and increased slightly over the last fiscal year. Even so, small improvements have been made in caseload size and length of experience of case managers. The average caseload size decreased from 33.8 cases in FY 07 to 30 cases in FY 08. The average length of experience of the case managers increased from 3.86 in FY 07 to 4.61 in FY 08.

Nine direct care case managers vacated their positions as follows: five resigned, one was promoted to a supervisor position in Montgomery County, and three transferred to other DJS offices outside Montgomery County. Additionally, two supervisors resigned their positions. At the end of the fiscal year, a case manager had been chosen to fill the remaining vacant supervisor position. During FY 08, four new employees began as case managers but two of them resigned within months.

The increase in length of experience, from 3.86 years in FY 2007 to 4.61 in FY 2008, for all direct services case managers, was calculated by taking the total length of experience of all case managers

and dividing that sum by the total number of current direct services case managers.

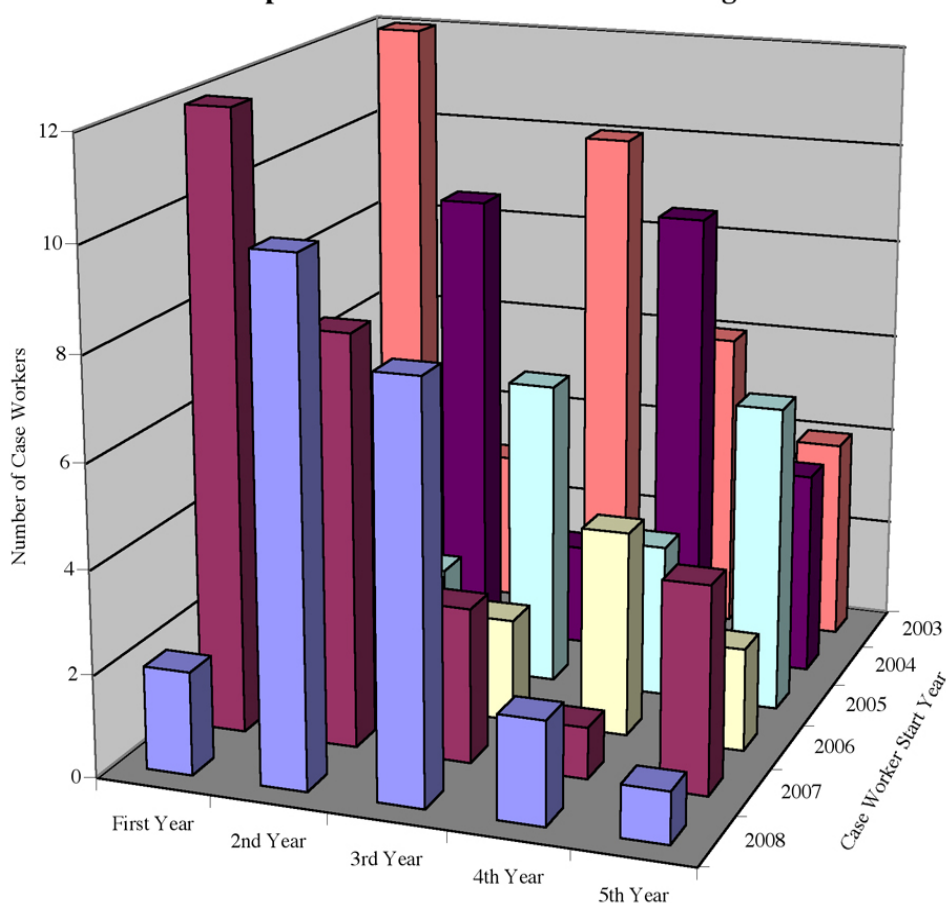
The number of case managers did not include the four case manager vacancies which have not yet been filled. If those additional positions were counted, the average length of experience would be 4.12 years. This is still an improvement over the 3.86 year average for FY

also listed.

The average number of cases was calculated by dividing the total number of youth under court supervision by the total number of direct care case managers.

One particular workload concern for DJS in Montgomery County is the need for Spanish speaking case managers. Montgomery County continues to have a high number

**Case Managers Starting With One Year or Less of Experience Relative Retention Through Time**



2007.

Case manager's length of experience, and average caseload size, for June 2008 is compared with the past five fiscal years in the table on the next page. The highest caseload for June of each year is

of youth whose parents speak only Spanish as well as some youth who speak only Spanish. To address this need, the Department has five Spanish speaking case managers in Montgomery County. Two of these case managers are assigned to the

Silver Spring office and three to the Rockville Office.

One Spanish speaking case manager in the Rockville office will be transferring out of Montgomery County in the near future. One of the four job candidates, who has been chosen but not assigned a start date, is fluent in Spanish.

Also of concern to the DJS Montgomery County management is the need to fill many specialized positions with experienced workers. These specialized positions include case managers with specialized training and caseloads including sex offender caseloads and female offender caseloads.

Also, whenever possible, experienced case managers are assigned to two Juvenile Court liaisons positions, the Drug Court position, the position assigned to do Adult Transfer Waiver investigations, the five CSAFE positions, the five Spotlight-on-Schools positions, and two positions for Intensive Aftercare / Violence Prevention Ini-

Case Managers Employed for Fiscal Year	2008	2007	2006	2005	2004	2003
Less than 1 year experience	2	12	7	5	4	12
1 to less than 2 years of experience	10	8	5	2	9	3
2 to less than 3 years of experience	8	3	2	6	2	10
3 to less than 4 years of experience	2	1	4	3	9	6
4 to less than 5 years of experience	1	4	2	6	4	4
5 to less than 6 years of experience	2	1	7	5	3	2
6 to less than 7 years of experience	1	4	3	4	2	0
7 to less than 8 years of experience	3	1	4	1	0	0
8 to less than 9 years of experience	1	3	1	1	0	0
9 to less than 10 years of experience	3	1	0	0	0	1
10 to less than 11 years of experience	0	0	0	0	1	0
11 to less than 12 years of experience	0	0	0	1	0	0
25 plus years experience	1	1	1	1	1	1
Total Case Managers	35	39	36	35	35	39
Average Years of Case Manager Experience	4.61	3.86	4.63	4.7	3.4	2.6
Highest caseload size in June	45	59	59	62	79	77
Average caseload size as of June	30	33.8	37.3	34.5	39.8	37

tiative. In order to keep these positions filled with fully trained and experienced workers, staff turnover must be kept to a minimum.

In summary, during the 2008 fiscal year, the Montgomery County office of the Department of Juvenile Services continued to experience staff turnover slightly higher than last year. On the positive side, the av-

erage caseload size has decreased to 30 cases per worker. Also, the average length of experience for all case managers increased. ♦

*Dennis Nial is Montgomery County supervisor with Department of Juvenile Services and represents the DJS on the Commission. Patricia Flanigan also contributed to this article.*

## Care and Custody Report

*Continued from page 6*

training principals regarding their legal obligations to students returning to MCPS schools.

Since many of the youth detained at Noyes have struggled in school and experienced a history of school failure, education at the detention facility is an opportunity to re-engage students in school and get students on a path to success. In the following year, the Committee plans to continue to collaborate with DJS and MCPS on improving the school program at Noyes. We will make specific recommendations to MCPS as to how the school district can become

more involved in supporting and strengthening the program at Noyes and how to provide a smooth transition for students returning to an MCPS school. Additionally, with the help of a dean's fellow through the American University Washington College of Law, the Committee is creating a pamphlet for youth at Noyes so that students understand their rights to re-enroll in school when they are released from Noyes.

### Residential Surveys

The need for surveying residential programs came out of a meeting that the Commission had with juvenile court judges. The goal is to create a catalogue of residential

programs, including group homes, in Montgomery County to understand the resources available in the county. The Committee developed a survey and interviewed 13 residential programs in Montgomery County to find out the answers to approximately 25 questions. The surveys have been completed. The next step is to format the surveys into a usable form and circulate the catalogue to interested agencies and individuals, such as juvenile judges and DJS staff. ♦

*Jennifer Barmon, an attorney specializing in education cases at the Montgomery County Office of the Public Defender, serves as co-chair of the care, custody, and placement committee.*



# Reforming The Juvenile Justice System

*Continued from page 1*

rupts schooling, and for older youth their employment as well. As juveniles are charged with delinquent offenses and move through the system into secure facilities their long-term prospects for healthy adjustment worsen dramatically. Our state's record demonstrates this fact. According to the Department of Juvenile Services' operating budget documents, 62 percent of youth leaving

Maryland's secure facilities are re-arrested within a year. Over their lifetimes, these juveniles will achieve poorer outcomes than the overall youth population in education, and on the job, where they will work less often and for lower wages; they will experience more chronic health problems (including addiction) and a higher rate of imprisonment.

Yet, in recent years, scholars, advocates, and juvenile justice practitioners have greatly expanded our understanding of the causes of delinquency and how to respond most effectively to youth at risk of delinquency, as well as those who have committed offenses. All juvenile justice professionals may now readily access convincing evidence about "what works" in responding to delinquency and a robust body of research that documents the harm and waste that results from ill-informed juvenile justice practices.

Our Commission remains concerned that the Maryland Juvenile Justice Monitor's most recent annual report concluded: "While some diversion programs have been highly successful in reduc-

ing recidivism, they are still only available in a few areas of the state." The Juvenile Justice Monitor continues to identify chronic overcrowding, staff shortages, excessive use of force

and limited medical and mental health services in DJS juvenile detention centers.

Yet, if more resources were allocated to diversion programs, overcrowding and recidivism would be reduced. With this in mind, our Commission calls on the State and County to expand the range of community-based diversion options and the continuum of care needed to support youth and families, as sound alternatives to detention and incarceration.

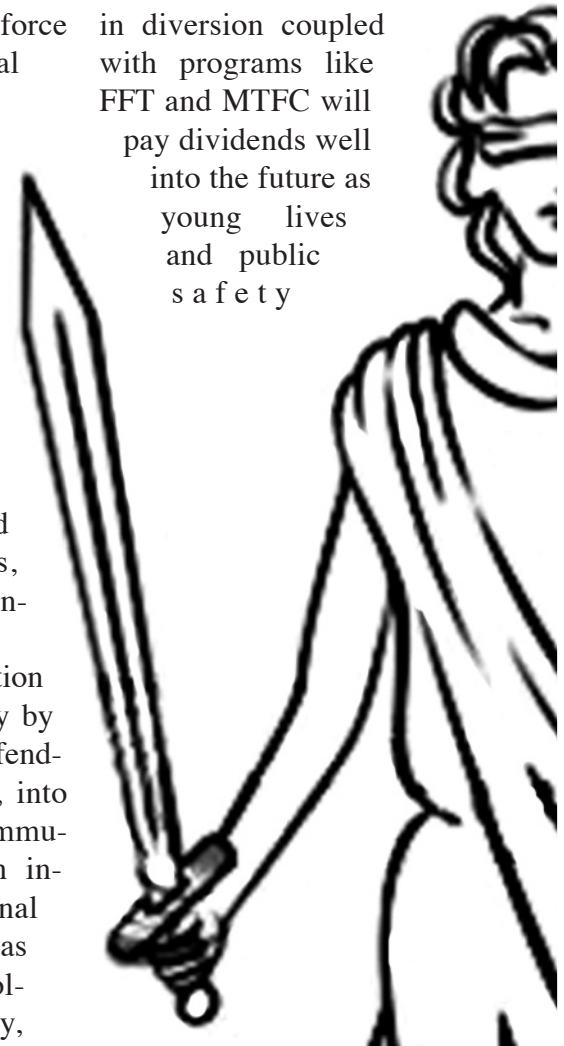
Steps in the correct direction are being taken in our County by identifying and diverting offending youth, when appropriate, into evidence-based home and community-linked behavioral health interventions, such as Functional Family Therapy (FFT) as well as a partnership between the Collaboration Council, the County, and the State to develop Mul-

tidimensional Treatment Foster Care (MTFC). Such nationally-recognized treatment models save young lives while also producing significant cost savings. Our Commission urges DJS and the County to continue working together to objectively assess the status of youth at the points of arrest and intake to detention, to examine their circumstances and charges, so that when they are found to be of no risk to the community they may be diverted into home or community-based treatment through Maryland Choices' wraparound services. Leadership and start-up funds invested now in diversion coupled with programs like FFT and MTFC will pay dividends well into the future as young lives and public safety

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*"Now is the time for new partnerships to transform the juvenile justice system and deliver better results for all of Maryland's communities."*

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# Monthly Meeting Highlights

## July 2007

In the Commission's first meeting of the fiscal year, the members welcomed our new executive board; Dylan Presman (Chair), Nancy Gannon Hornberger (Vice Chair), Joseph Fedeli (Editor), Francha Davis (Government and Community Relations Committee Chair), Mary Poulin (Evaluation and Analysis Committee Chair) and David Jaffe and Jennifer Barmon (Care, Custody and Placement Committee Co-Chairs). Jeff Penn who had been the Chair for the last two years received a certificate of appreciation from the County Executive and the Commission passed a motion to name him an emeritus member.

## August 2007

The Commission does not meet in August.

## September 2007

The Commission took a site tour of Noyes on September 11. The Commissioners met with new Superintendent John Dowdy and Department of Juvenile Services representative Delmas Wood. The Commission decided at its September meeting that it should advocate more ef-



*David Jaffe, Co-Chair of the Care, Custody, and Placement Committee*

fectively for the children placed at Noyes. The Commission also addressed the transportation of youth to court from Noyes. At its annual meeting in March 2007, the Judges had expressed concerns over youth consistently arriving late to court from Noyes. The Commission also decided to turn its attention to the quality of educational programming services to assist Noyes school staff in providing the best educational experience possible for its youth.

## October 2007

On October 3, the Commission toured the Fairfax County Juvenile Detention Center. This detention center, operated by Fairfax County, receives additional funds from the State. The Commissioners wanted to see this facility and its programming to assist them in their continued research into localization and its potential application for Montgomery County. The Commission was impressed with the educational and service delivery systems implemented by Fairfax County. Montgomery County Council Members Phil Andrews and Marc Elrich also attended the tour.

Marlana Valdez, Director of the Juvenile Justice Monitoring Unit and Tim Snyder, the monitor assigned to Region III that includes the Noyes Center, were both speakers at the October meeting. It is the responsibility of the Juvenile Justice Monitoring Unit, which is under the Office of the Attorney General, to report on juvenile facilities and the treatment of youth in those facilities in the State of Maryland.

The Commission requested infor-



*Diane Lininger, Commission staff liaison*

mation from both speakers on their recent report regarding the Noyes Center. The speakers both felt that the program services at Noyes are not at the level they need to be with regard to space or staff. The monitoring report indicated that the Noyes facility is not safe. Ms. Valdez and Mr. Snyder noted that Superintendent Dowdy is talented and trying hard, but has to struggle with the culture, the low level of salaries for staff, and the lack of permanent positions.

## November 2007

The Commission spent this meeting focusing on the work of its committees. The Government and Community Relations Committee has developed a list of politicians, community members and organizations that it may want to communicate with regarding the Commission's work and explore ways that the Commission may partner with these individuals and organizations.

The Care, Custody and Placement Committee members have been working on a residential placement survey and trying to influence the upgrading of the educational program at Noyes. Members made



## Meeting Highlights

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contact with the principal of Noyes and the Field supervisor for the Department of Juvenile Services, inviting them to attend the January 2008 Committee meeting.

The Evaluation and Analysis Committee was in the process of developing a position paper on localization that will be objective and contain recommendations for Montgomery County on specific areas. This paper will address the issue of whether localization would be beneficial for Montgomery County youth.

### **December 2007**

The Commission does not meet in December.

### **January 2008**

Beryl Feinberg, Management and



*Commissioner Allison Wright and Francha Davis, Chair of the Government and Community Relations Committee.*

Budget Manager, Office of Budget and Management for Montgomery County, was the speaker for the January meeting. Ms. Feinberg presented information highlighting the basic characteristics of the capital and operating budget. The Commission asked Ms. Feinberg to

address its group members because they wanted to learn how to be most effective in the budget process to influence and inform the County Executive's decisions for FY2009. Ms. Feinberg noted that advisory boards write letters to the County Executive as well as work directly with the appropriate agency department involved in specific program areas that affect youth.

### **February 2008**

The Care, Custody and Placement Committee discussed which issues to focus on relating to Noyes and formulating its next steps. Co-chair Jennifer Barmon spoke with a University of Maryland professor who agreed to give the committee an overview of programs in the state and examples of programs that exhibited "best practices." The Evaluation and Analysis Committee asked Delmas Wood from DJS to speak on regionalization. The Committee members formulated a list of questions as to how regionalization will affect Montgomery County. The Government and Community Relations Committee will continue to work on an outreach list and will be developing strategies for moving forward over the next several weeks.

### **March 2008**

In March, the Commission held its annual meeting with the Juvenile Judges, at the District Courthouse. Judges Harrington, Greenberg, Rubin and Savage attended along with Samantha Lyon, Juvenile Drug Court Coordinator. The judges expressed



*Commissioner Aaron Terry*

concern over the lack of resources for youth found to be incompetent to stand trial and indicated a need for the evaluation process to be more rigorous and comprehensive in using medical history and testing. The judges indicated that the Noyes Detention Center has been functioning much better than in the past and that they were not seeing the same transportation issues that they dealt with in prior years.

The judges also expressed concerns regarding the lack of wrap-around services for 18-21 year olds in Montgomery County. Samantha Lyons, Juvenile Drug Court Coordinator, stated that her program has expanded from serving 15 youth last year to 25 youth this past year. To date there have been seven graduates from the program with three more graduates expected in the coming months. The Case Manager is available 24 hours per day, 7 days per week. A preliminary process evaluation of the program was completed; a full-scale program evaluation will begin in the next few months. Unofficial results indicate that the level of sobriety of the participants after program participation has increased, while further arrests and



relapse into substance abuse by program participants have decreased.

### **April 2008**

The annual retreat, held on April 12, was a huge success. Several recently appointed Commissioners assisted in writing the annual work plan as well as developing plans for localization and prevention issues.

The Commission meeting featured two speakers; Marlana Valdez, Director of the Independent Monitor's Office and Cathy Surace, Managing Attorney from the Maryland Disability Law Center, who spoke on evidence-based practices. They also discussed literature and reports indicating these practices reduce recidivism, the cost of these practices, and what evidenced-based practices are available to Maryland and, in particular, Montgomery County youth.

### **May 2008**

Maryland Department of Juvenile Services Secretary Donald W. Devore addressed the Commission on the status of juvenile services; following the presentation, he answered questions. Area supervisor Delmas Wood and Chief of Staff Beth I. Blauer accompanied him. Following introductions, the Secretary discussed the "top 10 accomplishments" of DJS, recent leg-



*Joseph Fedeli, Commission Editor*

islative initiatives, and the capital improvement plan. Mr. Devore announced that DJS was concentrating on the following four areas:

1. Keep juveniles in Maryland. Reduce out of state placement of committed youth.
2. Complete all requirements and exit the Civil Rights against Institutionalized Persons Act (CRIPA) oversight. Corollary to this was the proposed Capital Plan. DJS intends to build five new facilities in the next 5 years. These facilities will be small, under 35 residents, and scattered throughout Maryland. Youth in treatment will not be housed with youth awaiting placement.
3. Implement a "data/outcome driven system." This includes the agency's participation in the StateStat system, use of direct financing for evidence-based practices, use of local compacts, and resource sharing. Secretary DeVore cited Rand Corporation as influencing this new direction. He also cited the use of evidence-based strategies used with "high risk youth". He also hopes to reduce reliance on expensive residential care.
4. Reduce the number of child victims of handgun violence.

Mr. Devore also presented to the Commission his accomplishments since taking office:

1. Increased public accountability and transparency through the Cas-eStat and Area Stat processes;

2. Created a compliance strategy to exit from the 2002 Federal consent decree judgment over conditions of confinement. DJS is on track to exit at the earliest possible time of June 2008;
3. Instituted emergency regulations



*Mary Poulin, Chair of Evaluation and Analysis Committee and Nancy Gannon Hornberger, Commission Vice Chair*

- to ban the use of restraints and seclusions in treatment facilities;
4. Renovated and opened Victor Cullen within 3 months. This program is the newest state-operated facility built for post dispositional committed offenders in 25 years;
5. Reduced the pending placement backlog by 40% and expedited the process for placing youth in appropriate residential programs;
6. Developed unprecedented cooperation with Baltimore City's courts, Police Department, and Health Department resulting in utilization of some of their resources;
7. Developed the first Maryland Compact for Evidence-Based Services to treat youth;

## Meeting Highlights

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8. Developed a new diagnostic instrument to identify youth who pose the greatest risk for violence;
9. Instituted the Juvenile Violence Prevention unit to reduce the number of youth involved in shootings;
10. Lowered traditional barriers to information sharing with the Baltimore City Police to improve public safety and collaboration. DJS management is now immediately notified of every youth-involved shooting in the city.

### June 2008

After the May meeting, Secretary Devore invited the Commissioners to tour the Victor Cullen facility on July 29. The Commissioners draft-

ed discussion points to discuss with the Secretary regarding his views on localization and expansion of evidence based services.

A motion was made to have the executive board from this past year continue to serve an additional year. The motion passed unanimously.

The Care and Custody Committee reported that it met with Darryl Norwood, Lauree Hemke, and Martha Young of MCPS to discuss school transcripts and school credits earned while at Noyes. To begin addressing these issues, the committee is drafting a pamphlet for juveniles and their parents explaining the process when leaving Noyes, that they can access their transcripts and earn

school credits, and other information. Mr. Norwood further reported that MCPS is now putting its entire curriculum online, which should allow for closer alignment of effort between Noyes and MCPS staff.

The Evaluation and Analysis committee has been researching the issue of rotation of judges to enhance the quality of decisions by jurists who are more experienced and eager to preside over juvenile issues. This committee will provide an update for the July meeting. Prior to the July meeting the committee will draft a letter to the Governor requesting that judicial appointees adhere to standards recommended by the National Council of Juvenile and Family Court Judges. ♦

## Reforming The System

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are restored at lower public expense. It's time for Maryland and Montgomery County to devise and implement these and other evidence-based and empirically-supported prevention and intervention strategies that emphasize pro-social youth development and family strengthening. It's time to put this new knowledge of what works to use.



The Commission is impressed with the vision, experience, and professionalism that Secretary DeVore has brought to DJS and recognizes the im-

provements he and his staff have begun to put in place. Therefore, we want to ensure that DJS continues to carry out its plans for more responsive implementation of all juvenile services. Particularly in such hard economic times, the State and County must work together to ensure that precious resources are used wisely for best practices and evidence-based programs, and that new initiatives address local needs quickly and effectively.

We, therefore, call on all parts of State and local government, including the legislature, the Governor's office, and our County agencies, to work together to implement a new vision for the juvenile justice system—one that stimulates true collaboration and partnership between the State and the localities to deliver better results for all of Maryland's youth, families and communities.

## Govmt. Relations Report

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Secretary hosted Commission members on a tour of the newly-renovated Victor Cullen Center.

- Committee/Commission members met with the County's Director of Health and Human Services, Uma Ahluwalia to discuss evidence-based practices and relations between the state and the County.

At the Commission on Juvenile Justice's annual retreat in April, the Committee evaluated progress toward achieving the goals set out in the FY 08 work-plan and fine-tuned its plans for FY 2009. ♦

*Francha Davis is Executive Director of the Montgomery County Court Appointed Special Advocates and serves as chair of the government and community relations committee.*